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Government of the District of Columbia



**Office of the Deputy Mayor for  
Public Safety and Justice**

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Testimony of  
**Edward D. Reiskin**  
Deputy Mayor for Public Safety and Justice

***Fiscal Year 2007 Budget Hearing on "Effective Youth  
Development: A Strategy to Ensure District Youth Grow  
Up Problem-Free, Fully Prepared, and Fully Engaged"***

Special Committee on the Prevention of Youth Violent Crime  
The Honorable Vincent C. Gray, Chair  
Council of the District of Columbia

April 13, 2006

Room 500  
John A. Wilson Building  
1350 Pennsylvania Avenue, NW  
Washington, DC 20004  
10:00 A.M.

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Good morning Chairperson Gray and members of the Special Committee on the Prevention of Youth Violent Crime. I am Edward Reiskin, Deputy Mayor for Public Safety and Justice. I appreciate this opportunity to report to the committee today on the Fiscal Year 2007 budget for the Mayor's Effective Youth Development Strategy. As you just heard from Deputy Mayor Donald Walker's testimony, the funding we identified midway through the current fiscal year has laid the groundwork for exciting new interagency and community partnerships that will reach our highest risk youth and keep them safe. On this foundation, we are targeting local funds in FY07 and beyond to sustain our violence intervention efforts and transition toward the positive youth development initiatives that comprise the medium- and long-term phases of the strategy.

Last month I briefed the committee on our process for selecting the performance measures and goals that we believe will strategically guide the strategy and anchor it in the District's performance-based budgeting framework. In practice, the process about which I spoke was analogous to the creation of a strategic business plan like that which has been created by each agency of the District government during its transition to performance-based budgeting. This has been, and continues to be, a significant work in progress. This morning my testimony will identify the proposed issue statements, strategic result goals, key result measures, and performance measures for the short-term Safety First! initiatives of the strategy that are under consideration by the Executive Steering Committee. Based on the work of the performance measures work group of government and community representatives, once finalized the performance management component I am presenting today will tie the strategy to the District's PBB structure so that a year from now we will have actual results by which to measure our progress.

**Issue Statements.** At each hearing before this body I have repeated the premises under which Deputy Mayor Donald Walker and I came together with representatives from our cluster agencies, the schools, and our federal and community partners last October to find innovative ways to address the problem of youth violence in DC. These premises form the basis of our three Safety First! issue statements:

- There is an unacceptable level of youth violence in the District. Despite all the good work that is happening, the sum of our efforts to date has not been adequate.
- There is a relatively small number of kids that need a relatively high level of attention. The government, acting alone, is incapable of reaching our most disconnected kids and staying with them over time until they are on a productive path.
- When kids are not in school or out late at night they are not only missing out on the opportunity of education and putting themselves at a disadvantage later in life, they are putting themselves in harm's way and are more likely to engage in risky behaviors.
- There are high levels of depression, anger, aggression, trauma, grief, loss, and substance use among high risk youth.

**Strategic Result Goals.** A complement of citywide goals will guide the work of the Executive Steering Committee in its management of the short-term initiatives. The following strategic result goals represent our proposed solutions to the issues identified in the above statements.

- Reduce and prevent juvenile criminal offenses
- Reduce and prevent juvenile criminal victimization
- Improve engagement in school and connection to support services for at-risk youth and their families

Although the Safety First! initiatives, at least in their infancy, are focused either on a small population or a particular geographical area in the city, we do expect these programs to have a positive impact on citywide crime statistics and other goals we may later identify.

**Key Result Measures.**<sup>1</sup> Key result measures are select performance measures included in the Mayor's proposed budget that support the broader, high-level strategic result goals. In short, these measures will tell us if we are achieving our goals. By definition, Key Result Measures are our most important performance measures that will anchor the strategy into agency strategic business plans, monthly performance reports, and director performance contracts. By institutionalizing the strategy in performance management at the agency level through strategic business plans, the budget book, monthly performance reports, and director performance contracts, we will ensure that the strategy lives beyond this administration until each strategic goal is met. Existing key result measures include:

- Ratio of Part 1 arrests of youth offenders to detentions or arrests of youth for all crimes (MPD 1.11)
- Percent change in DC Code Index crime at DC Public Schools (MPD 7.1)
- Percent of committed youth residing in community-based placements and who are not in abscondence, will attend school, a job training program, or will be employed (DYRS 1.1)
- Percent of youth referred to home-based detention programs will not be charged for new offenses while under DYRS supervision (DYRS 1.4)
- Percent of youth referred to home-based detention programs will be present for their court hearings while under DYRS supervision (DYRS 1.6)
- Percent of children receiving mental health services (DMH 1.1)
- Percent of Roving Leader clients participating in structured prevention (DPR 2.9)
- Percentage of students that graduate from DCPS schools
- Percentage of students that attend DCPS schools daily
- Percentage of truant students (with at least 15 unexcused absences)
- Percentage of students that drop out each year

While the preceding KRMs are already being reported by agencies participating in the Mayor's strategy, at this stage we anticipate that there may be a need to develop a few additional key result measures to fill gaps in our measurement of youth-related performance across the District. More likely, there may be cause to elevate an initiative performance measure to the status of a key result measure as we progress.

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<sup>1</sup> For the purposes of the strategy, KRMs include selected assessment goals from the DCPS Strategic Plan, May 2005

**Initiative Performance Measures.** A suite of performance measures on the initiative level will guide the work of each initiative champion. Performance measures and KRMs are different in two aspects: 1) performance measures are initiative-specific whereas KRMs are not and 2) KRMs are published in the Mayor's proposed budget whereas the initiative's performance measures are not. Both KRMs and performance measures are defined as an output divided by a demand, expressed as a percentage. Like the key result measures, the following proposed performance measures support the broader, high-level strategic result goals:

- **Violence Intervention Partnership (VIP)**
  - Percent change in juvenile homicides in target area
  - Percent change in targeted group homicides in target area
  - Percent change in juvenile DC Code Index Crime arrests in target area
  - Percent of youth enrolled in VIP who are re-arrested
  - Percent of youth enrolled in the program that are employed after six months
  - Percent of youth enrolled in the program that are connected to wrap-around services identified in initial assessment
- **Second Responder Program**
  - Percent of youth and families served by program with stabilization plans
  - Percent of required participants present at Family Team Meetings
- **Partnership for Success**
  - Percent of youth enrolled in the program that are re-arrested (by offense)
  - Percent of youth enrolled in the program that are employed after six months
  - Percent of youth enrolled in the program who are in substantial compliance with the terms of CSS intensive supervision or DYRS third party monitoring conditions
  - Percent of youth enrolled in the program that improve school attendance
- **Truancy Reduction**
  - The performance measures working group is working with CJCC to translate the program's existing evaluation tools into the PBB framework
- **School-based Mental Health**
  - Percent change in social functioning of participating youth measured by RESPECT outcome data
  - Percent of youth enrolled in program that improve school attendance
  - Percent of required participants present at family activities
- **Rebuilding the Village**
  - Percent change in juvenile homicides in target area
  - Percent change in targeted group homicides in target area
  - Percent change in juvenile DC Code Index Crime arrests in target area
  - Percent of participating youth employed after six months
  - Percent of participating youth suspended from school
  - Percent of neighborhood residents that report feeling satisfied with results of program according to survey results

I want to emphasize that these initiatives will be data-driven. What makes what we are doing different from what has been done before is that we are focusing on individual kids and tracking their success toward a more positive future. Summary level information is important and has its place in the overall management of the strategy, but initiatives with a defined cohort of kids enrolled will track performance weekly on an individual basis to ensure the unique needs are being met for each youth enrolled in the program.

The attached matrix depicts the relationship between the proposed strategic result goals and the key result and performance measures that support each goal. I also want to emphasize that target-setting is the next task to be tackled by the work group. For new measures and goals, a baseline will need to be established in FY06 before any target is set, but we did not want to hold up the implementation of the initiatives while we developed the performance measures. There also remains much work to be done on establishing the mechanisms by which data will be collected and reported by each initiative champion. However, I believe that we must develop our measures the right way now with the understanding that reducing juvenile violence is a major long-term undertaking and simply reaching our most disconnected kids and putting them on a productive path will take a sustained effort over the course of years. As the Executive Steering committee takes up consideration of these proposed performance measures for the Safety First! initiatives, we will gradually transition to the development of performance measures for mid- and long-term initiatives.

Apart from performance measures, Mr. Chairman, at last month's hearing you requested information on the selection criteria for youth enrolled in the Partnership for Success. The following criteria were taken into consideration when selecting the participants:

- Under the Jurisdiction of DYRS or CSS
- Number of Offenses
- Type of Offense (e.g., carrying a pistol w/o license, robbery, UUV, etc.)
- Geographic Location
- Gang/Crew Affiliation
- School/Community Based Violent Incidents

And lastly, on a related note I would like to brief the committee on the status of the Omnibus Public Safety Act of 2005 because a number of its provisions aim to reduce youth violence and the victimization of children. The bill was introduced last April and was the subject of two hearings in May and June 2005. During these hearings, the Judiciary Committee received testimony from Attorney General Robert Spagnoletti, Metropolitan Police Department Chief Charles Ramsey, U.S. Attorney for the District of Columbia Kenneth Wainstein, and many District residents calling for the bill's swift passage. Members of the Special Committee should know that each day action on this bill is delayed deprives our law enforcement agencies and prosecutors of important tools to protect our youth.

Last week the Administration received a draft copy of the committee print version of the bill, which we believe substantially weakens important protections for youth. A key provision of the

proposed bill establishes criminal charges for recruiting gang members, retaliating against a person for refusing to join a gang, and participation in felony and misdemeanor crimes with other gang members. By changing the definition of a criminal street gang from a group of three to a group of ten persons, the committee print version would render the proposed law almost useless. Most criminal street gangs in the District of Columbia are loose organizations which certainly don't keep membership rosters. As such, it would be extremely difficult to establish probable cause or proof beyond a reasonable doubt that ten or more persons are all actively associated with each other for the purpose of violating criminal laws.

Likewise, the revised version weakens protections for minors against sexual abuse from adults in a position of authority. The Administration's bill would make it unlawful for an adult in a significant relationship (i.e., teacher, clergy, stepparent, scout leader, etc.) to engage in sexual acts or contacts with the minor. The purpose of this legislation was to address sexual contact in relationships that are inherently coercive. However, the proposed mark-up undercuts that intent and endangers minors by establishing the consent of the minor as a defense. This change undermines the premise of the title, which is that in relationships such as these, a minor does not truly have a choice.

The committee print version also weakens a provision that establishes the offense of contributing to the delinquency of a minor, which could be charged against an adult who is: (1) 18 years of age or older; and (2) two or more years older than the minor. The revised version increases that age gap to four or more years. In other words, under the Committee mark-up, an 18-year-old could not be charged with contributing to the delinquency of a 15-year-old, or even a 14-year-old if the birthdates were not at least four years apart. This ignores the considerable role that young adults often play in encouraging or pressuring juveniles to commit criminal offenses. For the protection of our children, the age gap in this title should be set at two years.

Finally, the committee's revision of the Omnibus bill weakens the provision supported by the Administration that would prohibit drug addicts, felons, and other criminals from owning shotguns and rifles and establish a one-year mandatory minimum sentence for criminals in possession of any firearm. The Judiciary Committee's revision appears to strike both provisions, maintaining the existing prohibition against these persons owning pistols only. Given the Special Committee's interest in preventing gun violence, I hope you will support us in restoring the original language that prohibits felons from possessing all firearms, not just pistols. Mr. Chairman, I urge the Special Committee to encourage members of the Judiciary Committee oppose these changes and to pass the bill as introduced.

Again, thank you for the opportunity to appear before the committee today to discuss the proposed Fiscal Year 2007 budget for the Mayor's Effective Youth Development Strategy. I am available for any questions that you may have.

## Effective Youth Development Performance Measures Matrix

<b>SAFETY FIRST!</b>	<b>Strategic Result Goal 1</b> Reduce and prevent juvenile criminal offenses	<b>Strategic Result Goal 2</b> Reduce and prevent juvenile criminal victimization	<b>Strategic Result Goal 3</b> Improve engagement in school and connection to support services for at-risk youth and their families
<b>Key Result Measures</b>	Ratio of Part 1 arrests of youth offenders to detentions or arrests of youth for all crimes Percent change in DC Code Index crime at DC Public Schools Percent of youth referred to home-based detention programs will not be charged for new offenses while under DYRS supervision Percent of youth referred to home-based detention programs will be present for their court hearings while under DYRS supervision	Percent of Roving Leader clients participating in structured prevention	Percent of committed youth residing in community-based placements and who are not in abscondence, will attend school, a job training program, or will be employed Percent of children receiving mental health services Percentage of students that graduate from DCPS schools Percentage of students that attend DCPS schools daily Percentage of truant students (with at least 15 unexcused absences) Percentage of students that drop out each year
Violence Intervention Partnership	Percent change in juvenile DC Code Index Crime arrests in target area Percent of youth enrolled in VIP who are re-arrested	Percent change in juvenile homicides in target area Percent change in targeted group homicides in target area	Percent of youth enrolled in the program that are employed after six months Percent of youth enrolled in the program that are connected to wrap-around services identified in initial assessment
Second Responder Program		Percent of youth and families served by program with stabilization plans Percent of required participants present at Family Team Meetings	
Partnership for Success	Percent of youth enrolled in the program that are re-arrested (by offense) Percent of youth enrolled in the program who are in substantial compliance with the terms of CSS intensive supervision or DYRS third party monitoring conditions		Percent of youth enrolled in the program that are employed after six months Percent of youth enrolled in the program that improve school attendance
Truancy Reduction			<i>The performance measures working group is working with CJCC to translate the program's existing evaluation tools into the PBB framework</i>
School-based Mental Health	Percent change in social functioning of participating youth measured by RESPECT outcome data		Percent of youth enrolled in program that improve school attendance Percent of required participants present at family activities
Rebuilding the Village	Percent change in juvenile DC Code Index Crime arrests in target area	Percent change in juvenile homicides in target area Percent change in targeted group homicides in target area	Percent of participating youth employed after six months Percent of participating youth suspended from school Percent of neighborhood residents that report feeling satisfied with results of program according to survey results